

REHABILITATION TREATMENT NEEDS FOR INMATES OF COUNTY JAILS

By

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ABSTRACT

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This literature review was conducted to determine the effects of rehabilitation programs on recidivism rates of the incarcerated in Wisconsin jails.

Rehabilitation in the county jail is becoming common even though there is a belief that imprisonment should be about punishment, not rehabilitation. The efforts to rehabilitate are primarily undertaken for the benefit of the community, not the inmate. It is in the community's interest that programs should aim to minimize the negative effects of incarceration, maximize the inmate's ability to successfully reintegrate into the

community upon release, and provide alternatives to an offending lifestyle. It should be a central goal of imprisonment to ensure that inmates leave correctional facilities with more employability and community living skills than when they were sentenced.

If a prisoner only "does time" for a crime, upon release, he or she will have no preparation for re-entering society. Without treatment, counseling, or educational training the chance of recidivism becomes higher. Society holds people accountable for their actions, but allowing inmates to sit in a cell for the duration of their sentence is not productive. However, an inmate may benefit from participating in literacy classes, vocational training, Alcohol and Other Drug Abuse (AODA) treatment, anger management classes, and/or domestic violence treatment.

Programs should be offered and available to those who need them. Failure to address disabling conditions among inmates may yield higher rates of recidivism for those who are released into the community. Inmates provided the opportunities to improve marketable skills are more able to secure adequate employment and less likely to return to a life of crime.

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CHAPTER I

Introduction

Enhancing community safety is a major goal of corrections. One way of attaining this goal is to adopt strategies, which reduce offender recidivism. "In the 1970's and 1980's, there was widespread disillusionment with the effectiveness of treatment programs to reduce recidivism" (Bonta 1997). Today, however, recent research demonstrates that some programs can reduce the likelihood of offenders returning to crime.

A person who is placed in the hands of our penal system is not rehabilitated. They are locked away without regard to why they ended up here in the first place. Many of these people chose a life of crime because of the inability to make a living. This may have been because of lack of skills, education and discipline. We place them in a position to become educated in the ways of criminal life, we show them how to waste fourteen hours a day, we teach them no skills and then put them back on the street with no resources to get back into society. Is it any wonder that they have no choice but to return to a life of crime. No money – no skills, no established work ethic- and then we put them back to where it all started! (boy, we really showed them!!) The flaws in this system defy the basics of common logic.

How could a civilized society be so blind (Alvolos, 2000).

The literature review will focus on rehabilitation techniques and programs used in a number of Wisconsin county jails. It will also show the impact these programs have on the offenders and their futures and that there is a link between unserved treatment need and criminal recidivism. In recent years our knowledge and research has shown that offender treatment programs can work if they are properly administered to the inmates. A primary measure of the impact of treatment resources for criminal offenders is the rate of their recidivism and their propensity to commit new crimes upon release or termination of supervision. A search of literature in this field can provide a better understanding of the factors that can influence successful rehabilitation from criminal behavior.

Statement of Problem

At the county level the data available on reduction of recidivism in county jail facilities is limited. This database of information is needed to build successful rehabilitation programs in county jails and to reduce recidivism. The benefits of a successful jail program are:

1. Employability
2. Raising self-esteem
3. Payment of restitution

4. Improvement in family relationships
5. Reduced recidivism

Research Objectives

Research objectives have been developed to address the problem statement and purpose of this study:

1. Determine effective treatment programs that are currently used in West Central Wisconsin county jails.
2. Determine what programs other counties are using and their success rate on reducing recidivism.
3. Review what behaviors should be targeted in treatment.

Cost of Incarceration

The residents of Dunn County spent \$11million in tax dollars to build a new law enforcement center in 1999, with a good portion of the cost used for a needed 160-bed jail facility. Considering the fact that Wisconsin jail populations are increasing every year, there is a good possibility that the county will be forced to double the size of the jail facility in the future unless the jail program changes the way county inmates are rehabilitated.

Reducing the rate of recidivism saves taxpayer dollars. On average, it costs the

county \$20,000 to house an inmate for one year (Dunn County, 1999). This total does not include housing an inmate out of the county due to overcrowding, court costs, and attorney fees. The county also pays for medical bills during the time of incarceration because county jails are required to provide medical treatment for inmates. Generally, members of the community do not know how much it costs to house a person for one year or the additional costs that can accrue during a person's incarceration. A large percentage of inmates who are released will be back in jail custody within a year (Project RECAP, 1996).

Rehabilitation at any level of intensity will aid the inmates by showing them how to be productive members of society. If 20 per cent of the current jail population attends programs and they do not return to jail within a year, the taxpayers will save \$640,000 annually. The Dunn County Jail can house 160 inmates. If a rehabilitation program in the county jail reduced recidivism by 20 per cent, there would be a decrease of 32 inmates yearly re-entering our county jail each year. This number reflects a dollar savings of \$640,000 (32 inmates x \$20,000 = \$640,000) in tax dollars per year. A 20 per cent decrease in recidivism is a bare minimum with minimal services offered to the inmate.

Mueller (1997) states that it would be negative to suggest that education can solve all the problems or turn every inmate into a model prisoner and eventually a

productive citizen. However, if school programs help to prevent recidivism, why then are we ready to abandon a tool that seems to be working to our eventual advantage (p. 5-6)?

In Skinner's (1990) work, the most common finding of 20 years of research was that inmates exposed to education programs are more likely to be employed and less likely to end up back in prison than non-participants. There is no guarantee that programs will reduce recidivism, but there is a guarantee that if we do not try some type of rehabilitation techniques, the inmate population will continue to increase.

Literacy Rate of Inmates

Statistically, “70 per cent of inmates in correctional facilities are in need of basic literacy skills.” (Jacobs, on-line). Recent statistics about jail and prison inmates illustrate the most serious problem areas:

- * Only 22 per cent of all inmates are high school graduates.
- * Fewer than half earned more than \$10,000 in the year before they were incarcerated.
- * Half of those currently in jails and prisons committed crimes while under the influence of drugs or alcohol.
- * Nearly two out of three inmates released from state prisons are arrested again on a felony or serious misdemeanor charge.

The Travis County Jail in Texas holds 2,000 inmates. Statistically, 70 –80 per cent of the inmates are high-school dropouts, yet less than 200 (10 per cent) are attending the offered education classes. Critics claim that literacy programs do not work. What is literacy? Is it only being able to “read” and, if so, at what level? Dr. T.A Ryan, a leading authority in correctional education, states:

Literacy programs must take into account . . . inmates’ . . . Capacity for problem solving, decision making, thinking, and reasoning. The report "Literacy behind Prison Walls" by the U.S. Dept. of Education shows that inmates have a harder time with math than the general population. I believe that this is direct evidence of their inability to reason, which is why they end up in prison in the first place. It’s more than knowing that $2 \times 3 = 6$, it’s being able to look for patterns, make comparisons, and see relationships between numbers—and between actions and consequences. There is a difference between education and training. It is my personal philosophy that literacy programs should teach more than the 3 R’s. Education should prepare students for life in a complex, global Society.

(Ryan, T., 1998, p.3)

Program success rates

The average jail inmate may suffer from a multitude of problems such as a history of low educational levels, substance abuse, physical abuse, limited job skills, and

life skills. Jail-based programs can help these individuals. Offering programs to inmates while they are in jail is the best way to help them overcome the problems they face. Jails report great success with skills building classes, adult education, substance abuse counseling, and in-house Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) groups. It appears that the more programs a jail can offer, the more inmates it can help.

Rock County Jail in Janesville Wisconsin supports a group of programs called Rock County Education and Criminal Addictions Program, (RECAP). RECAP provides a multitude of programs for inmates in the jail. RECAP programs include:

| | |
|--------------------------------------|-------------------------------|
| Employability Skills Course | GED/HSED Preparation |
| Vocational Training on the Job | Criminal Thinking Group |
| Community Service | Educational Videos |
| Individual Counseling | Chemical Dependency Group |
| Basic Skills Testing | Basic Skill Instruction |
| Vocational training in the Classroom | Educational Computer Programs |
| Support Groups (AA, NA, Bible Study) | |
| (1996, Project RECAP) | |

A successful completion of the RECAP program is based on a three month (or more) completion of the program. Based on this guideline, "RECAP clients who completed less than three months of the program were twice as likely to have an unsuccessful probation

outcome than RECAP graduates. Participants who completed at least three months of RECAP but who did not graduate were in the middle" (Project RECAP, 1996). Following Table 1 shows the success rate for completion of the program.

Table 1. Successful Completion Rates

| | Graduates n=134 (100%) | 3 Months or More Program Participation n=75 (100%) | Less Than 3 Months Program Participation n=39 (100%) |
|--------------------------------------|---------------------------|-------------------------------------------------------------|---------------------------------------------------------------|
| Successful Probation Outcome | 101 (75.4%) | 48 (64.0%) | 20 (51.3%) |
| Unsuccessful Probation Outcome | 33 (24.6%) | 27 (36.0%) | 19 (48.7%) |

Source: Project RECAP, 1996

RECAP clients who graduated from the program were "two and one-half times more likely not to commit a new crime than the control group. RECAP non-graduates with at least three months of training were again in the middle" (Project RECAP, 1996).

Table 2 demonstrates the success rates:

Table 2. Recidivism Rates

| | Graduates n=140 | 3 Months or More Program Participation n=75 | Less Than 3 Months Program Participation n=43 | Control Group No RECAP Training n=140 |
|-----------------------------|--------------------|------------------------------------------------------|--------------------------------------------------------|------------------------------------------------|
| Responses | 79 (56.4%) | 47 (60.3%) | 24 (55.8%) | 52 (37.1) |
| Imprisoned or revoked | 13 (16.5%) | 12 (25.5%) | 8 (33.3%) | 11 (9.6%) * |
| Absconder | 4 (5.1%) | 4 (8.5%) | 2 (8.3%) | 5 (21.2%) |
| No new crime | 51 (64.6%) | 22 (46.8%) | 8 (33.3%) | 14 (26.9%) |
| New crime conviction | 9 (11.4%) | 9 (19.1%) | 5 (22.0%) | 15 (28.8%) |
| Conviction pending | 2 (4.8%) * | 0 | 1 (4.2%) | 7 (13.6%) |

Source: Project RECAP, 1996

* published error

"Participation of the incarcerated in correctional education program seems to result in some decrease in recidivism" (Project RECAP, 1996).

CHAPTER II

Review of Literature

Proportionately, more people are in jail serving a sentence now than 10 – 15 years ago. Judges are increasingly sentencing both felony and gross misdemeanor offenders to serve time in jail, often in addition to a period of probation.

The theory behind rehabilitation in the correctional settings is that if inmates participate in intensive treatment programs while incarcerated, they are less likely to reoffend upon release. History has played a large role in how rehabilitation is viewed today, as stated in Gendreau (1994):

Criminal justice practitioners and policy makers have been repeatedly informed that offender rehabilitation has been a failure; that according to Martinson (1979) eventually recanted his views, the anti-rehabilitation rhetoric took firm hold, particularly in the United States, for a variety of socio-political reasons (Cullen and Gendreau, 1989). Many states' jurisdictions subsequently embraced the new epoch of deterrence (Martinson 1976), which was presumed to have considerable promise in reducing offender recidivism.

Data continues to be collected in support of offender rehabilitation programs. Literature in support of rehabilitation can be found in numerous publications and continues to gain support from correctional facilities.

Case Law

Current state statute does not mandate any form of rehabilitation for the county jail. The jail and house of correction program are mandated to provide standards, which are found in Wisconsin Statute 302.365 (1) as follows:

The department shall establish, by rule, program standards for jails and houses of corrections.

1. Policies and procedures for screening prisoners for medical illnesses or disabilities, mental illnesses, developmental disabilities and alcohol or other drug abuse problems. The rules shall establish functional objectives for screening but may not require jails or houses of correction to use only one particular method to meet the objectives. The policies and procedures shall include the use of outside resources, such as county mental health staff or hospital resources, and shall include agreements with these resources, as appropriate, to ensure adequate services to prisoners identified as needing services.
2. Identification of the facilities and programs, including outside facilities and

programs, that will be provided for long-term prisoners, including prisoners who are charged with a crime and detained prior to trial and prisoners who are sentenced to jail or a house of correction. The rules shall establish functional objectives for programs for these prisoners but may not require counties to use only one particular method of providing programs for these prisoners.

3. Policies and procedures for providing educational programming for prisoners under 18 years of age. The rules shall establish functional objectives for educational programming for those prisoners but may not require jails or houses of correction to use only one particular method to meet the objectives.

(b) Crisis intervention services. That the sheriff or other keeper of the jail or house of correction ensure that the jail or house of correction has available emergency services for crisis intervention for prisoners with medical illnesses or disabilities, mental illnesses, developmental disabilities or alcohol or other drug abuse problems.

These statutes state that county jails are required to provide some form of programming and rehabilitation for inmates.

CHAPTER III

Procedures

This literature review will (a) provide written information regarding rehabilitation programs that are successful in correctional facilities; (b) investigate the need and effectiveness of rehabilitation programs; and (c) show support for the effectiveness of rehabilitation programs in reducing recidivism rates.

The review of literature focuses on individuals who are incarcerated in Dunn, Eau Claire, LaCrosse, Waukesha, Rock, Racine, and Oneida county jails. These counties were chosen because they have the following similar characteristics:

1. Capacity in jail population
2. Budget
3. Available resources
4. Community population
5. Inmates with similar offenses

The literature included individuals who posed characteristics of cognitive disabilities, alcohol dependency, narcotic dependency, physical impairments, low self-esteem, antisocial behaviors, and limited vocational and educational skills.

Data for the literature review was collected by three means. The first was through a narrative review. Narrative reviews have been, until very recently, the standard format

for summarizing the offender treatment literature. The narrative review, unfortunately, is vulnerable to a number of problems that arise as a result of the subjectivity involved in assessing research studies in a qualitative manner. On the other hand, meta-analytic reviews attempt to address the problems of the narrative review by standardizing and interpreting the findings of diverse studies in a more objective and quantifiable manner.

A second method used was on-site interviews with selected rehabilitation and correctional counselors, alcohol and drug abuse counselors, Narcotics Anonymous, jail administrators, jail inspectors, program managers of area correctional institutions and inmates incarcerated in a number of the county jails included in this study. This method provided personal contact with people who are working in the rehabilitation field and have experienced the results of programs that have been implemented in their facilities. The interviews with the inmates were the most interesting and informative. Inmates were able to tell what services they received, what worked and did not work, and showed great interest in rehabilitation programs offered in the jail setting. This information is included in the cited material.

The third method of data collection was through the researcher's personal experiences in developing in-house treatment programs for jail inmates.

CHAPTER IV

Findings

Historically, the criminal justice system in the United States has used punishment as its main tool in response to criminal behavior. Punishment as an intervention began with banishment, public torture, beating, and loss of property or liberty. Currently, the justice system relies on time and money, in the form of fines, as punishment. The Wisconsin State Legislature has set mandatory penalties that are implemented by judges. These current punishment tools are defined in terms of fines and/or the length of time spent in either jail or prison or under some defined type of supervision.

Deterrent policies and, to a lesser extent, justice proscriptions (i.e. flat sentencing) now dominate the american criminal justice landscape. It is estimated that “4 million offenders will be imprisoned in the United States by the year 2000” (Gendreau, 1996, p. 146).

A notable link has been determined to exist between unmet treatment needs and criminal recidivism. Our prisons, county jails, and probation offices are filled with persons with untreated addictions, who are continuous re-offenders. Recidivism is defined as “the tendency to slip back into a previous criminal behavior pattern” (Webster’s II, 1996, p.572). This tendency can be triggered by a significant emotional event, lack of education and/or emotional stress, to name a few.

Table 3 defines areas in an individual's life that may cause them to fall back into a criminal behavior pattern if they did not receive some counseling or other services.

Table 3.

RECIDIVISM

Breaking the Cycle

| | |
|----------------------|---------------------------|
| Substance Abuse | High Frustration |
| No Motivation | No Life-Skills |
| Unemployment | Broken Families |
| No Emotional Control | Literacy |
| Criminal Risk | No Problem Solving Skills |

Source: Community Corrections Corporation "n.d."

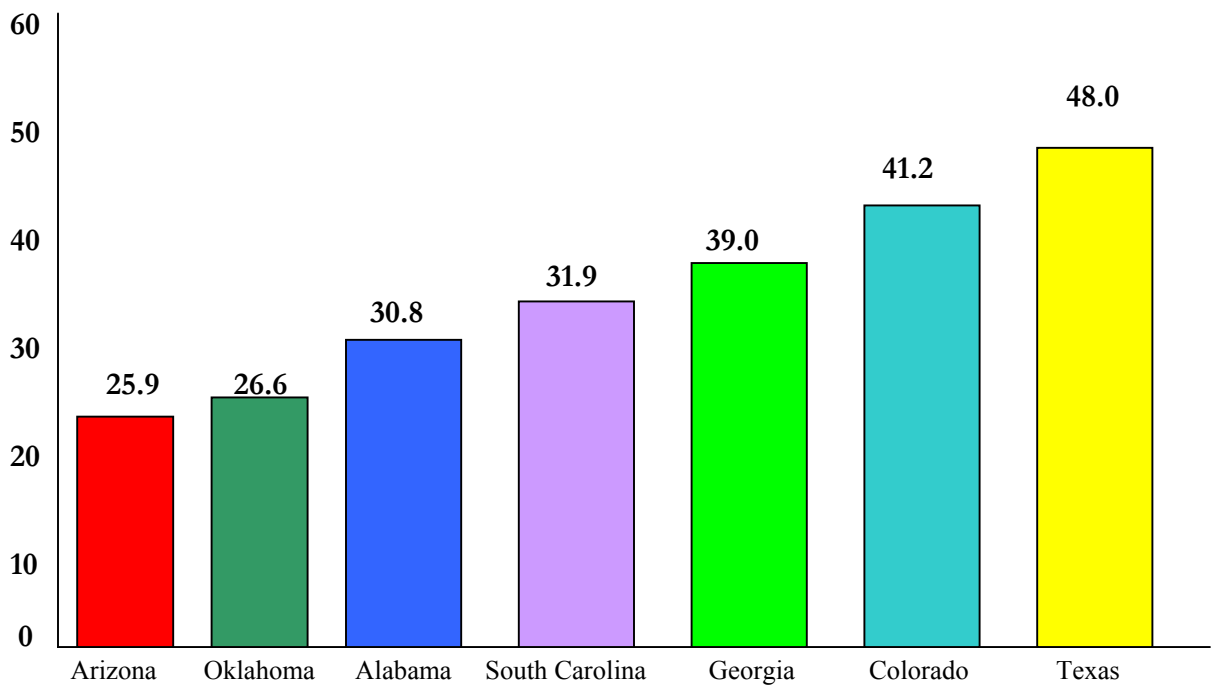
Recidivism rates provide critical data to correctional institutions indicating the impact of their programs. These rates show who re-offended, how long between their offenses, and what triggered the relapse into the unwanted behavior pattern. This information will indicate characteristics of the offender and can help in providing rehabilitative programs suited for their needs.

The collection of these data varies among counties. Some may use tracking periods from one to 20 years while some do not collect data. Collected data were

reported by Oklahoma and selected states and published in the Corrections Yearbook. The report included seven states' recidivism rates based on a three-year period as shown in Figure 1 and Figure 2.

Figure 1.

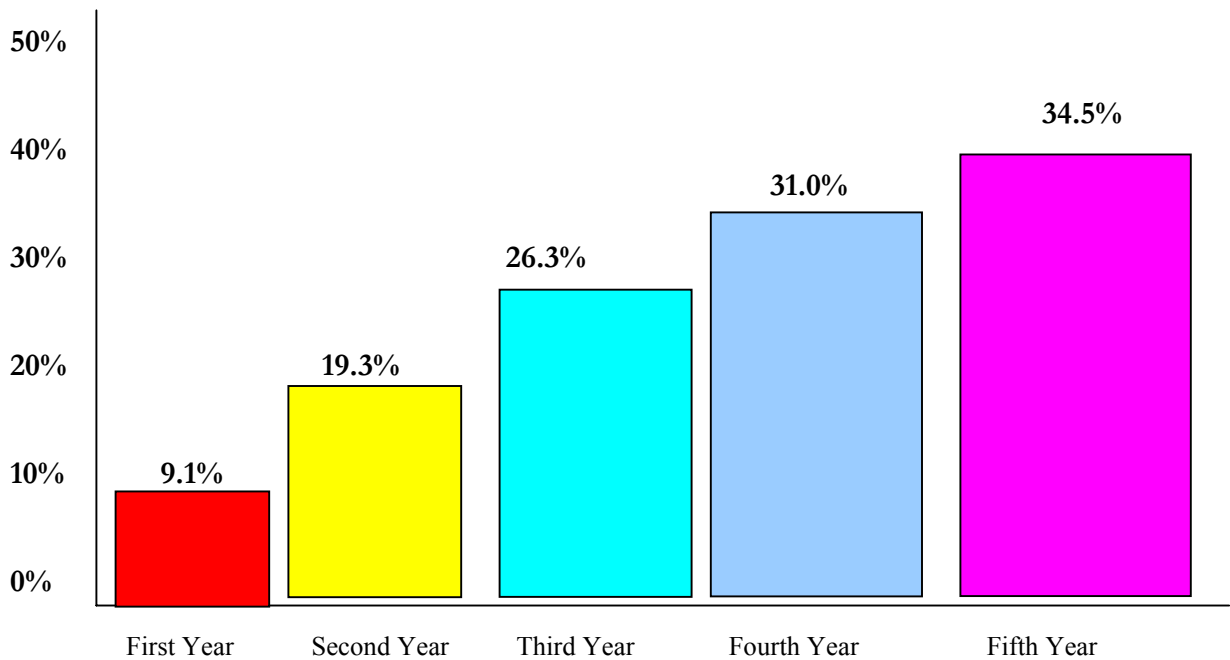
Recidivism Rates for Oklahoma and Selected States Using 3 Year Tracking
RECIDIVISM RATES (%) BASED ON THREE YEARS



Source: Recidivism

Figure 2.

RECIDIVISM IN OKLAHOMA AFTER RELEASE



Source: Recidivism

Historically, the public tends to view county jails as a place to punish people who commit crimes. They are not usually seen as a place of opportunity to provide rehabilitative services and treatment for disabilities, addictions, or psychological problems. Most inmates return to jail because they are unable to deal with their addictions, cannot abide by society's rules, or their education level limits them in finding productive employment.

County jails are shifting toward combining in-house vocational rehabilitation and treatment services to promote an effective process to assist offenders in their transition to a post-release environment. The use of vocational training programs in correctional institutions can provide vocational exploration and job retention skills for the inmates.

County jails today are used to achieve four basic objectives with each inmate:
(Morris, 1998)

Deterrence, such that both the convicted individual and those who observed the convict's treatment are deterred from engaging in criminal acts.

Punishment, inflicting either pain or loss on the criminal as retribution for the crime committed.

Incapacitation, removing or limiting the ability of the convict to engage in crimes.

Rehabilitation, creating a change in the criminal's attitude or resources so that crime is neither a desired nor necessary activity.

Americans with Disabilities Act (ADA)

In 1990, the Americans with Disabilities Act was signed and focused on "prohibiting discrimination on the basis of disability by all state and local government programs, regardless of whether they receive federal financial assistance" (Corrections Forum, 1998).

The focus of the Americans with Disabilities Act does not stop when an individual is placed in custody or sentenced. Safe integration of inmates, staff, and programs is a key component in correctional institutions. The Wisconsin Jail Standards SS.302.36 states that "inmates with disabilities should be classified and housed as inmates without disabilities unless doing so poses a direct threat to the safety of themselves, other inmates or staff." Programs offered to inmates must be accessible, and inmates with disabilities should not be segregated into one cellblock unless they specifically request such an accommodation.

Both the Wisconsin State law and the Americans with Disabilities Act define disability with respect to an individual as:

1. A physical or mental impairment which substantially limits one or more major life activities of such individual;
2. A record of having such an impairment; or
3. Being regarded as having such impairment.

Notable reports issued by the National Council on the Handicapped, "Toward Independence" (1986) and the National Council on Disability, "On the Threshold of Independence" (1988), indicate that discrimination against people with disabilities was pervasive in critical areas such as employment, transportation, and public accommodations. The reports suggested that people with disabilities occupied a second-class social, economic, educational, and vocational status. They also concluded that existing federal and state laws were inadequate to address the discrimination faced by persons with disabilities.

Stude (1994) states that a primary goal of the ADA is to integrate persons with disabilities into the mainstream of society. Stude (1994) further stated that disability is a matter of degree, varies from person to person and crosses all ethnic, religious, economic and socio-cultural groups. Disabilities can affect any area of functioning, including education, vocation, socialization, or daily living activities.

Components for Educational Programs

When individuals hear the terms "treatment" and "rehabilitation," they may relate these terms to a "variety of programs ranging from educational and vocational training programs to individual therapy and substance abuse counseling" (Welch, 1995, p.5). Welsh (1995) broadly defines rehabilitation as "any planned intervention that reduces an offender's further criminal activity."

Furniss (1996) states that before any form of rehabilitation can be effective, the offender must be willing to change. Even in cases where the offender is willing and capable of being rehabilitated, questions remain about the long-term effectiveness of such treatments. In order for treatment to be effective after release from an institution, there must be a transition from institution to community.

Welch (1995) defines four reasons why rehabilitation should be reaffirmed in corrections as the following:

1. Rehabilitation is the only justification of criminal sanctioning that obligates the state to care for an offender's needs or welfare.
2. The ideology of rehabilitation provides an important rationale for opposing the conservative's assumptions that increased repression will reduce crime.
3. Rehabilitation still receives considerable support as a major goal of the correctional system.
4. Rehabilitation has historically been an important motive underlying reform efforts that have increased the humanity of the correctional system.

In order for rehabilitation to be successful, the skill level of the person must be assessed. Mueller (1997) states that it is no secret that jails are full of people who are not

literate by the standards of our complex society. Institutions are filled with inmates who have a wide range of deficiencies ranging from alcohol and drug use, an inability to manage anger and stress, low educational achievement levels, few vocational skills, mental health problems, and criminal histories. It is a general belief that "a lack of basic academic skills or trade can so limit a person's ability to function in today's society that crime becomes an attractive alternative to hopeless poverty" (DeLuca, 1991, p. 38).

Sell (1995) states that inmates who achieve a more responsible lifestyle and are provided with the opportunities to learn upper level vocational skills will be able to maintain a job necessary for reintegration as a productive member of the community. Inmates must "learn how to maintain successful employment and interpersonal relationships that potentially reduce the likelihood of their return to incarceration, as well as the many other costs of crime" (Sell, 1995, p. 1).

MacKenzie (1998) cites six categories of how recent interventions for reducing crime through the courts and corrections can be classified. They are:

1. **Incapacitation** or depriving the offender of the capacity to commit crimes usually through detention in prison or capital punishment.
2. **Deterrence** or punishment that is so repugnant that neither the punished offender (specific deterrence) nor others (general deterrence) will commit the crime in the future.

3. **Rehabilitation** or treatment directed toward changing the offender and thereby prevention of future criminal behavior of the treated individual.
4. **Community Restraints** or the surveillance and supervision of offenders in the community in order to reduce their capacity and/or opportunity for criminal activities.
5. **Structure, Discipline and Challenge** programs that use physically and/or mentally stressful experiences to change the offenders in a positive way or deter them from late crime (specific deterrence).
6. **Combining Rehabilitation and Restraint** in order to insure that offenders make changes that are associated with a reduction in future criminal behavior.

These six categories provided by MacKenzie are a representation of different stages of controlling crime in the community, and he goes on to indicate how the emphasis on these categories has changed over the past 40 years:

Support for these different strategies of crime prevention in the courts and corrections have changed enormously in the past thirty years. In the 1970's the strong emphasis on rehabilitation that had existed since the turn of the century gave way first to a focus on quality and fairness in sentencing, and then to an increased focus on incapacitation, deterrence and restraint strategies of crime prevention. Today, incapacitation is the primary justification for imprisonment in the U.S. criminal justice system (MacKenzie, 1998, p. 1).

This analysis of crime prevention focuses on how effective these different strategies are in reducing crime. It is important to remember that each strategy has impacts other than crime reduction. A high quality, intensive treatment program for offenders can be relatively costly. The advantages of the program must be weighed against the cost. Rehabilitation and treatment programs should focus on changing an individual offender so that he or she will not continue his or her criminal activities. In today's era, there is still some debate about the effectiveness of rehabilitation. However, "recent literature reviews and meta-analyses demonstrate that rehabilitation programs can effectively change offenders" (MacKenzie, 1998, p. 5).

Individual Factors for Rehabilitation

There is no one-size-fits-all approach to rehabilitation of criminal offenders. Approaches are multifaceted and often require multiple techniques and tools. Examining areas such as mental health, substance abuse, criminal thinking and other important domains often requires the use of several assessment tools and programs.

Both Bonta (1997) and Gendreau (1996) suggest the success of a rehabilitation treatment program is based on whether or not the program directly addresses an individual's dynamic characteristics, those characteristics that can be changed and are often associated with an individual's criminal behavior (criminogenic factors). The risk factors associated with criminal activity are numerous. They include age, gender, and early criminal involvement. In comparison to others, males who begin criminal activities at a young age are at higher risk for future criminal activities. But these "static" characteristics such as age, gender, and past history, while predictive of recidivism, cannot be changed in treatment. Bonta (1997) and Gendreau (1996) suggest the "dynamic" or changeable factors should be a target of treatment programs.

Equally as important as dynamic characteristics are criminogenic factors. These factors directly associated with criminal behavior, are identified as:

attitudes, cognitions, behavior regarding employment, education, peers, authority, substance abuse and interpersonal relationships that are directly related to

reducing future criminal behavior include increasing self-esteem without touching antisocial propensity, or increasing the cohesiveness of antisocial peer groups. While factors such as self-esteem may be correlated with criminal behavior, changing them will not necessarily reduce future criminal activities. That is, criminals may have relatively strong self-concepts but they may continue to commit crimes (MacKenzie, 1998, p.5).

Table 4 posits common offender needs into criminogenic or non-criminogenic categories.

Table 4. Offender Needs

| <u>Criminogenic</u> | <u>Non-Criminogenic</u> |
|----------------------------|--------------------------------|
| Pro criminal attitudes | Self-Esteem |
| Criminal Associates | Anxiety |
| Substance Abuse | Feelings of Alienation |
| Problem-Solving Skills | Group Cohesion |
| Hostility-Anger | Neighborhood Improvement |

Source: Bonta (1997)

The effectiveness of offering programs based on these theories depends on "whether the assessment literature is clear as to what risk factors are predictive of criminal behavior and whether any measures have been developed that have demonstrated adequate predictive validity in this regard" (Gendreau 1996, p. 147). A meta-analysis was conducted on adult offender recidivism literature and the findings include the following:

The meta-analysis conducted supported some obvious facts (e.g., criminal history is a potent predictor of recidivism); however, equally potent predictors were criminogenic needs, which often have been ignored or derided in the criminological literature. Other marginally less robust predictors were various family factors (e.g., rearing practices) and indices of educational and employment achievement. Weak predictors were social class of origin, intellectual functioning, and personal distress (e.g., anxiety, low self-esteem). The relevance of this approximate ranking becomes self-evident upon examining treatment programs that have failed to reduce recidivism. These programs often have been ones that treated low-risk offenders and/or treated non-criminogenic needs such as personal distress (Gendreau, 1996, p. 147).

Offenders, particularly recidivistic offenders, frequently demonstrate antisocial characteristics. Part of antisocial behavior includes finding and exploiting any gap in supervision or monitoring. Therefore, the absence of continuity from institution to community programs can be expected to result in an undermining of treatment gains which, in turn, wastes treatment resources while decreasing community safety.

Educational Programs

Once an inmate's background is known, criminogenic and non-criminogenic needs should be explored. Once these are determined, the individual will be able to be placed in a jail program that fits his or her needs.

Our society expects the prisoner, upon release, to be a responsible member of the community. However, during an inmate's incarceration there are only minimal steps taken to hold the inmate to be responsible for his or her actions. This is where county jail programs and rehabilitation become important.

Gendreau (1996) describes rehabilitation in correctional facilities as being a program where decisions for rehabilitation are based on psychiatric interviews, social history reports, and psychological tests such as the MMPI and the Rorschach. Treatment outcomes consist of individual counseling, occasional group work, menial work programs (usually in-house), and an extensive use of medication for disturbed inmates.

The label "correctional" is delegated to mean almost anything inmates are expected to do while they occupy their time in custody. This is most discernible in correctional facilities where whatever is done with prisoners to keep them occupied and/or productive and quiet is likely to be called a correctional measure.

The enactment of the Prisoner Rehabilitation Act in 1965 focused on the need to develop effective work programs for prisoners. Work programs were established by training prisoners for trades that would prepare them for useful employment upon release. Most prison facilities adapted programs that utilized offenders to maintain the institution and provide services for other public or state facilities.

Job training and placement programs are primarily based on the rationale of rehabilitation. The primary focus is on the offender's employment needs, both in terms of training for specific types of employment as well as employment search techniques. Sometimes associated with this kind of program are other types of training, such as financial management, resume writing, and interview skills. The goal of these programs is to enable the offender to successfully compete for skilled employment in the work force.

Representative Programs in Wisconsin County Jails

The following tables are representation from sixty-nine of Wisconsin's seventy-two county jails that provide programs of vocational education, job seeking and attainment skills training, on-the-job training outside of jail, and GED/literacy programs.

Table 5. JOB SEEKING AND ATTAINMENT SKILL TRAINING

| Job seeking and attainment skills training | Program is provided by: S=Staff C=Contract V=Volunteer | | | Program meets goal of behavior change in a reasonable number of inmates | Inmates may participate by: CRT=court order PRB=probation order SLF=self report | | | Plan to start or expand program in next 2 yrs |
|---------------------------------------------------------------|--------------------------------------------------------------------|----------|----------|-------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|------------|------------|-----------------------------------------------------------|
| COUNTY | S | C | V | | CRT | PRB | SLF | |
| BROWN | X | | | X | X | | X | |
| BURNETT | | X | | X | X | X | X | |
| CHIPPEWA | X | X | | X | | | X | X |
| COLUMBIA | | | | X | | | X | X |
| DANE | X | X | X | X | | | X | X |
| DODGE | | | | | | | | X |
| DUNN | X | | | | X | | | |
| GRANT | | X | | X | X | | | |
| GREEN | | | | X | | | X | |
| IOWA | X | | | X | X | X | X | |
| IRON | | | X | | | | | |
| JEFFERSON | | X | | X | | | X | |
| LAFAYETTE | | X | X | X | X | X | X | |
| LANGLADE | X | | | X | X | | | |
| MARATHON | | X | | X | X | X | X | |
| MARQUETTE | | X | | X | X | X | | |
| MILWAUKEE hoc | | X | | X | | | X | X |
| MILWAUKEE | | | | | | | | X |
| MONROE | | X | | X | X | X | X | |
| OUTAGAMIE | | X | | X | | | X | |
| OZAUKEE | | X | | X | | | X | |

| | | | | | | | |
|---------|---|---|---|---|---|---|---|
| PORTAGE | X | | X | X | X | | X |
| PRICE | | X | | X | X | X | X |
| RACINE | | | | | | | X |

| Job seeking and attainment skills training | Program is provided by: S=Staff C=Contract V=Volunteer | | | Program meets goal of behavior change in a reasonable number of inmates | Inmates may participate by: CRT=court order PRB=probation order SLF=self report | | | Plan to start or expand program in next 2 yrs |
|---------------------------------------------------------------|--------------------------------------------------------------------|-----------|----------|-------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|-----------|-----------|-----------------------------------------------------------|
| COUNTY | S | C | V | | CRT | PRB | SLF | |
| ROCK | X | | | X | X | X | X | |
| RUSK | | | X | X | | | X | |
| ST CROIX | | | | | | | | X |
| SHAWANO | | X | | X | | X | | X |
| TAYLOR | | X | | | | | | |
| WASHINGTON | | X | | X | X | X | X | |
| WAUKESHA | | X | X | X | X | X | X | X |
| WAUSHARA | | | | X | | | X | |
| WINNEBAGO | | X | X | X | X | X | X | X |
| TOTAL | 18 | 15 | 9 | 26 | 16 | 13 | 21 | 13 |

Source: Wisconsin Office of Justice Assistance, 1997 (p. 1-15)

Table 6. ON-THE-JOB TRAINING

| On-the-job training outside of jail | Program is provided by: S=Staff C=Contract V=Volunteer | | | Program meets goal of behavior change in a reasonable number of inmates | Inmates may participate by: CRT=court order PRB=probation order SLF=self report | | | Plan to start or expand program in next 2 yrs |
|----------------------------------------------------|--------------------------------------------------------------------|---|---|-------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|-----|-----|-----------------------------------------------------------|
| COUNTY | S | C | V | | CRT | PRB | SLF | |
| CALUMET | | | X | X | | | X | |
| CHIPPEWA | | X | | X | | | | X |
| DANE | | | | | | | | X |
| DODGE | | | | | | | | X |
| DUNN | | X | | | X | | | |
| GRANT | | X | | X | X | X | | |
| OUTAGAMIE | | | | | | | | X |
| ROCK | | X | X | X | X | X | X | |
| WASHINGTON | | | X | X | | | X | |
| WAUKESHA | | | | | | | | X |
| WINNEBAGO | | | | | | | | X |
| WOOD | | X | | X | | | X | |

| | | | | | | | | |
|--------------|----------|----------|----------|----------|----------|----------|----------|----------|
| TOTAL | 1 | 5 | 2 | 6 | 3 | 2 | 4 | 6 |
|--------------|----------|----------|----------|----------|----------|----------|----------|----------|

Source: Wisconsin Office of Justice Assistance, 1997 (p. 1-15)

Waukesha County, Wisconsin (1998), offers a jail education employment program. This program assists county jail inmates and Huber facility correction clients to attain employment commensurate with their abilities. Program modules emphasize life skills and job search success development, such as cognitive restructuring, career assessment, job search, and transition support. Job contacts and job placements are facilitated through a cooperative effort between local employment agencies, the business community, and the Waukesha County Technical College's Workforce Development Center. The project facilitates payment of court-ordered restitution, fines, and child/family support by addressing the employment needs of both unemployed and under-employed inmates. The philosophy of the Waukesha County Jail employment education project states, "Inmates who achieve more responsible lifestyles will be able to maintain a job necessary for reintegration as productive community members." Waukesha County also states that inmates will benefit from assistance during their transition process back into the community.

Racine County, Wisconsin, offers the Offender Employment Program (OEP) that is similar program to Waukesha County's program. The program targets unemployed pre-trial defendants and sentenced jail offenders who are interested in obtaining full-time

employment. Each inmate is assigned a staff coach who helps the participants learn how to transfer skills from one success to subsequent situations while focusing on personal strengths rather than deficiencies. Inmates are referred to other services as needed, which are sometimes paid for with grant funds. In their job search, participants attend a one-week job skills training program followed by the job club, which requires generating 10 employer contacts per week until full-time, permanent employment is attained. Half-time work experiences at local, nonprofit agencies are available to 25 selected participants. A marketing team, co-funded by five community organizations, develops job orders and works on job development. Success is measured by maintaining a job with one employer for six months. Racine County has a philosophy that jail populations and recidivism can be reduced when potential recidivists are employed. This in turn increases individuals' abilities to support families financially and emotionally.

Table 7. GED, LITERACY, ADULT BASIC EDUCATION

| GED, Literacy, adult basic education | Program is provided by: S=Staff C=Contract V=Volunteer | | | Program meets goal of behavior change in a reasonable number of inmates | Inmates may participate by: CRT=court order PRB=probation order SLF=self report | | | Plan to start or expand program in next 2 yrs |
|---------------------------------------------------------|--------------------------------------------------------------------|----------|----------|-------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|------------|------------|-----------------------------------------------------------|
| COUNTY | S | C | V | | CRT | PRB | SLF | |
| ADAMS | | X | | X | X | X | X | |
| ASHLAND | | | | | | | | X |
| BARRON | | | X | X | X | | X | |
| BAYFIELD | | | X | X | X | X | X | |
| BROWN | | X | | X | | | X | |
| BURNETT | | X | | X | X | X | X | |
| CHIPPEWA | | X | | X | X | X | X | |
| CLARK | | X | | X | | | X | |
| COLUMBIA | | X | | X | X | X | X | X |
| CRAWFORD | | X | | X | X | X | X | |
| DANE | | X | X | X | | | X | X |
| DODGE | | X | | X | | | X | |
| DOUGLAS | | | X | X | X | | X | X |
| DUNN | | | | | X | X | | |
| FOND DU LAC | | X | | X | X | X | X | |
| GRANT | | X | | X | X | X | X | |
| GREEN | | | | | X | X | X | |
| IOWA | | X | | X | X | X | X | |
| JACKSON | | X | X | X | X | X | X | |
| JEFFERSON | | X | | X | | | X | X |
| KEWAUNEE | | X | | X | X | X | | |
| LAFAYETTE | | X | X | X | X | X | X | |
| LANGLADE | | X | | X | X | | X | |
| LINCOLN | | | | | | | | X |
| MANTOWOC | | X | | X | X | X | X | |
| MARATHON | | X | | X | X | X | X | |
| MARINETTE | | X | X | X | X | X | | X |
| MARQUETTE | | X | | X | X | X | X | X |
| MILWAUKEE hoc | | X | | X | | | X | X |
| MILWAUKEE | | X | X | X | | | X | X |
| MONROE | | X | | X | X | X | X | X |
| OUTAGAMIE | | X | X | X | X | X | X | |
| OZAUKEE | | | X | X | | | X | |

| | | | | | | | |
|---------------------------------------------------------|--------------------------------------------------------------------|-----------|-----------|-------------------------------------------------------------------------------------|---|---------------------------------------------------------------------------------------------|-----------------------------------------------------------|
| PIERCE | X | | | X | | | |
| POLK | X | | X | X | X | X | X |
| PORTAGE | X | X | X | | | X | X |
| PRICE | X | | X | X | X | X | X |
| RACINE | X | X | X | X | | X | X |
| GED, Literacy, adult basic education | Program is provided by: S=Staff C=Contract V=Volunteer | | | Program meets goal of behavior change in a reasonable number of inmates | | Inmates may participate by: CRT=court order PRB=probation order SLF=self report | |
| COUNTY | S | C | V | | | CRT PRB SLF | Plan to start or expand program in next 2 yrs |
| RICHLAND | X | | | X | | X | |
| ROCK | X | X | | X | | X | |
| ST CROIX | X | | | X | | X | X |
| SAUK | X | | | X | | X | |
| SHAWANO | | | | | | | X |
| SHEBOYGAN | X | | | X | | X | |
| TAYLOR | X | | | | | | |
| TREMPEALEAU | X | | | X | | X | X |
| VERNON | X | | | X | | X | |
| VILAS | | | | | | X | X |
| WALWORTH | X | | | X | | X | X |
| WASHBURN | X | | | X | | X | |
| WASHINGTON | X | | | X | | X | |
| WAUKESHA | X | X | | X | | X | X |
| WAUPACA | X | | | | | X | |
| WAUSHARA | | | | X | | X | |
| WINNEBAGO | | X | | X | | X | X |
| WOOD | X | | | X | | X | |
| TOTAL | 3 | 36 | 20 | 47 | | 41 34 | 47 22 |

Source: Wisconsin Office of Justice Assistance, 1997 (p. 1-15)

Harley (1996) shows that a majority of incarcerated offenders have a low level of educational attainment, lack vocational skills, exhibit higher than average rates of unemployment, have mild mental retardation or learning disabilities, deal with alcohol and drug dependence, or some form of serious emotional disturbance. Harley (1996) further states that without appropriate rehabilitation services, incarcerated offenders will continue to be unprepared for community transition, competitive employment, and

effective utilization of other support services.

The Treatment and Employment Training Priorities for 1997-1999 state the objectives for vocational training in Wisconsin County jails. They include:

1. Coordinate job opportunities for unemployed and under-employed inmates.
2. Provide ongoing support to the target population during the initial phase of employment and during transition from jail back into the community.
3. Provide prison and jail industry projects designed to place inmates in a realistic working and training environment, enabling them to acquire marketable skills and make financial payments for restitution to their victims, support their families, and support themselves in the institution.
4. Teach marketable employment skills.
5. Reduce offender recidivism.

Most correctional facilities do offer various educational programs ranging from literacy classes, high school equivalency diploma (GED) programs, and in some institutions, college courses. These facilities may also offer vocational training to promote job skills. Educational and vocational programs not only provide practical skills, but they also instill a sense of work ethic.

The Wisconsin Department of Corrections and several local jails administer vocational training programs for inmates. Such programs are essential components of

efforts to curb recidivism and maintain a functional correctional environment.

Studies have shown that the education and literacy of America's prisoners are at a low. "One third of prisoners are likely to fail at simple tasks such as using a map, while two-thirds would have difficulty writing a letter to explain a billing error" (Skinner, 1990). Currently, most inmates lack the basic educational and vocational skills that are needed in today's society. Welch (1997) indicated that 21% of state prison inmates have less than an 8th grade education, 78% have not completed high school, 40% of the inmates cannot read, and 80% have learning disabilities.

Table 8. VOCATIONAL EDUCATION

| Vocational education | Program is provided by: S=Staff C=Contract V=Volunteer | | | Program meets goal of behavior change in a reasonable number of inmates | Inmates may participate by: CRT=court order PRB=probation order SLF=self report | | | Plan to start or expand program in next 2 yrs |
|---------------------------------|--------------------------------------------------------------------|-----------|----------|-------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|------------|------------|-----------------------------------------------------------|
| COUNTY | S | C | V | | CRT | PRB | SLF | |
| ADAMS | | X | | X | X | X | X | |
| BAYFIELD | | | X | X | X | X | X | |
| COLUMBIA | | X | | X | | | X | |
| DANE | X | X | | X | | | X | X |
| DOUGLAS | | X | | X | X | | | |
| DUNN | | | | | X | X | | |
| GRANT | | X | | X | X | X | | |
| GREEN | | | | | X | X | | |
| LAFAYETTE | X | X | | X | X | X | | |
| MILWAUKEE hoc | X | | | X | | | X | X |
| POLK | | | X | X | X | X | X | X |
| PRICE | | | | | | | | X |
| ROCK | | X | | X | X | X | X | |
| ST CROIX | | | | | | | | X |
| SHAWANO | | X | | X | | | X | X |
| SHEBOYGAN | | X | | X | X | X | X | |
| TAYLOR | | X | | | | | | |
| WASHBURN | | X | | | X | | | |
| WASHINGTON | X | | | X | X | X | X | |
| WAUKESHA | X | | | X | X | X | X | X |
| WINNEBAGO | | | | | | | | X |
| WOOD | | X | | X | X | | X | |
| TOTAL | 0 | 15 | 4 | 15 | 14 | 11 | 13 | 8 |

Source: Wisconsin Office of Justice Assistance, 1997 (p. 1-15)

The Rock County, Wisconsin vocational program introduces the inmate to a more responsible lifestyle by demonstrating and teaching skills that help to reduce recidivism. In conjunction with Blackhawk Technical College, Rock County has put together a program called Rock County Education and Criminal Addictions Program (RECAP): A

Cooperative Model of Quality. To graduate from this program, inmates must successfully participate in several program areas: basic education group life skills, on-the-job training, employability, and community service. All participants are offered AODA counseling, criminal thinking, remedial education, and High School Equivalency Diploma (HSED), or General Educational Development (GED) preparation. "The grant-funded component is a vocational training and work project in upper-level constructions skills for 60 participants a year, expanding offenders' abilities to enter the job market after incarceration with higher paying, marketable skills" (Rock County, 1997). Upon graduation, the participants in the program receive assistance in obtaining employment. The Rock County vocational training program's philosophy states, "Recidivism can be reduced by providing inmates with opportunities to learn upper level vocational skills leading to better jobs and higher incomes upon release" (Rock County).

An inmate who graduated from the Rock County RECAP program wrote the following letter:

I want all of you to know how much I appreciate your dedication to the program. I don't always agree to some of the methods most likely because of my ignorance. But in all I think this particular program has really benefited me in several areas of my life.

For example, I realize now, I'm the reason why I'm here. All the other times I've been incarcerated. I've always put the blame on society. Always thinking there was nothing wrong with me, feeling like I was being picked on, or singled out. Thank the Lord I realize my transgression against the people I've hurt and the society laws that were put down for you and me. I'm also appreciative for the program because I know with a little help I will be able to get my G.E.D. and further my education. And last but not least, this program is making my time fly by.

Once again, thank you for helping me open my eyes, and take the cotton out of my ears.

The Wisconsin Office of Justice Assistance reports that the most common program offered in county jails was the religious program. The least common programs are jail industries or workplaces and on-the-job training outside of jail. Survey respondents rated education and employment programs as the most likely to change behaviors of a "reasonable" number of participating inmates.

Jail Population

The Wisconsin Office of Justice Assistance (1996) states that changes in sentencing practices have been cited as reasons for some of the increases in Wisconsin's jail populations. The agency credits three categories of changes in the criminal justice system that have contributed to the rising jail populations. First, enhanced legislation and law enforcement have increased arrests for intoxicated driving, operating a vehicle after revocation, or suspension of a driver's license, drug-related offenses, and domestic abuse. Second, there have been some reported changes in judicial practices, such as the imposition of more and longer sentences, more sentences as a conditions of probation, more parole revocations, more probation holds, and the holding of state prisoners awaiting entry to crowded state prisons. The third is a change in the state's juvenile code effective in 1996, making seventeen-year-old offenders considered adults. There by being admitted to jails rather than to juvenile detention centers.

Population Statistics

The U.S. Department of Justice breaks down the arrest statistics of more than "11 million arrests nationwide in 1995, with about 2 million involved people under the age of 18" (Reibstein, 1997, p. 70). Table 9 indicates the numbers recorded.

Table 9. Arrest Statistics

| Offenses | Number of youths arrested | Percent of total |
|-----------------------|----------------------------------|-------------------------|
| Murder/Manslaughter | 2,560 | 15.3 |
| Forcible Rape | 4,190 | 15.8 |
| Robbery | 44,508 | 32.3 |
| Aggravated Assault | 64,334 | 14.7 |
| Burglary | 102,722 | 35.1 |
| Larceny | 388,533 | 33.4 |
| Motor-vehicle theft | 62,545 | 42.0 |
| Arson | 7,834 | 52.3 |
| Drug-abuse violations | 147,107 | 12.9 |
| Drunkenness | 15,337 | 2.9 |

Source: U. S. Department of Justice (Reibstein, 1997).

The population boom in the correctional system is related to the mandatory sentencing guidelines, stricter drug sentencing laws and tougher crime legislation.

According to the Wisconsin Office of Justice Assistance (1996) in Wisconsin:

1. Total adult admission increased by 6.1 percent from 1995 to 1996.

2. There was one jail admission for every 17.6 Wisconsin adults in 1996.
3. The proportion of female admissions has increased from 6.6 percent in 1974 to 15.3 percent during 1996.
4. An estimated total of 5,750 seventeen year-olds were admitted to Wisconsin jails in 1996.
5. Approximately 62 percent of 1996 inmates were white and 34 percent were black.
6. The average length of stay was 16.6 days in 1996.
7. The average daily population increased by 6.1 percent in 1996, reaching a total of 10,038 inmates.
8. The average daily population has nearly doubled since 1988, increasing by 97 percent.
9. The average daily population was nearly 99 percent of total capacity during 1996.
10. While only 2 county jails had an average daily population (ADP) of one hundred or more in 1979, there were 21 such jails in 1996.
11. While only 5 county jails had an ADP exceeding 80 percent of capacity in 1979, there were 46 such jails in 1996.
12. One-half of Wisconsin counties are currently in some stage of jail expansion.
13. Approximately 5,500 inmates were transferred from overcrowded jails to another county.

Alternatives to Sentencing

Furniss (1996) indicated some states have used alternatives to sentencing. These may include community corrections, boot camps, electronic monitoring, home confinement, drug testing, shock incarceration, restitution, and halfway houses. These alternatives have shown to be effective and are increasing exponentially.

Comparing treatment programs with criminal justice sanctions, the findings show the following;

Treatment is more likely to reduce recidivism. Even detailed analyses of types of sanctions (e.g.. length of sentence, boot camps, etc.) show no one particular sanction as significantly effective in reducing recidivism. The evidence is persuasive. If we are

to enhance community safety, offender rehabilitation programs that follow the principles of effective treatment are most likely to meet with success.

(Bonta, 1997, p. 1).

To determine who will benefit from which treatment, one must look at risk and need components for each individual. Gendreau (1996) describes the risk principle as a thorough assessment of a wide range of factors that are predictive of recidivism. Treatment should target a specific set of risks which are classified as criminogenic needs.

Such needs that are classified in this category are "antisocial attitudes and behaviors regarding authority, interpersonal relationships, leisure activities, peers, substance abuse, and work" (Gendreau, 1996, p. 147). It is important to understand that criminogenic needs are open to change, which is why treatment considerations should focus on this area.

Alcohol and Other Drug Abuse (AODA)

Gainsborough (1998) found that research consistently demonstrates that significant percentages of the offender community are comprised of heavy drug users, and abuse is directly related to the commission of their crimes. According to the Justice Department's Bureau of Justice Statistics, alcohol abuse is linked to a large percentage of criminal offenses. Studies have shown that criminal acts are committed under the influence of drugs or alcohol. A strong connection has been made between substance abuse and recidivism. An estimated "80% or 1.4 million of the men and women in prison and local jails are locked up because of crimes linked to drugs or alcohol"(Gainsborough, 1998,

p. 3). Gainsborough continues to state that at least half of Wisconsin's jail inmates have AODA problems. Approximately 22 per cent are believed to suffer from substance abuse problems other than alcohol.

Table 10. Alcohol and Drug (AODA) Programs for Jail Inmates

| Alcoholics Anonymous in the Jail | Program is provided by: S=Staff C=Contract V=Volunteer | | | Program meets goal of behavior change in a reasonable number of inmates | Inmates may participate by CRT=court order PRB=probation order SLF=self report | | | Plan to start or expand program in next 2 yrs |
|-----------------------------------------|-----------------------------------------------------------------|----------|----------|-------------------------------------------------------------------------|-----------------------------------------------------------------------------------------|------------|------------|-----------------------------------------------|
| COUNTY | S | C | V | | CRT | PRB | SLF | |
| ADAMS | | | X | X | X | X | X | X |
| ASHLAND | | | | | | | | X |
| BARRON | | | X | X | X | | X | |
| BAYFIELD | | X | | X | X | X | X | |
| BURNETT | | | | | | | | X |
| CALUMET | | | | | | | | X |
| CHIPPEWA | | | X | X | X | X | X | |
| COLUMBIA | | | X | X | X | X | X | |
| CRAWFORD | | | X | | X | X | X | |
| DANE | | X | X | X | | | X | X |
| DODGE | | | X | X | | | X | |
| DOOR | | | X | | X | X | X | |
| DOUGLAS | | | X | X | X | X | X | |
| DUNN | | | X | | X | X | X | |
| FOND DU LAC | | | X | X | X | X | X | |
| GRANT | | | X | X | X | X | X | |
| GREEN LAKE | | | X | | X | X | X | |
| IOWA | | | X | | X | X | X | |
| JACKSON | X | | X | X | X | X | X | X |
| JEFFERSON | | | X | X | X | X | X | X |
| KENOSHA | | | X | | | | X | |
| LINCOLN | | | X | X | X | X | X | |
| MANITOWOC | | | X | | X | X | X | |
| MILWAUKEE | | | X | X | | | X | X |
| MILWAUKEE HOC | | | X | X | | | X | X |
| MONROE | | | X | | | | X | |
| ONEIDA | | | X | | X | X | X | |
| OUTAGAMIE | | | X | X | X | | X | |
| OZAUKEE | | | X | X | X | X | X | |
| PEPIN | | | X | X | | | X | |
| POLK | | | X | X | X | | X | |

| | | | | | |
|---------|---|---|---|---|---|
| PORTAGE | X | X | | | X |
| PRICE | X | X | X | X | X |
| RACINE | X | X | X | | X |

| Alcoholics Anonymous in the Jail | Program is provided by: S=Staff C=Contract V=Volunteer | | | Program meets goal of behavior change in a reasonable number of inmates | Inmates may participate by CRT=court order PRB=probation order SLF=self report | | | Plan to start or expand program in next 2 yrs |
|-------------------------------------------------|--------------------------------------------------------------------|----------|-----------|-------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------|------------|------------|-----------------------------------------------------------|
| COUNTY | S | C | V | | CRT | PRB | SLF | |
| ROCK | X | | X | | | | | |
| RUSK | | | X | | | | X | X |
| ST CROIX | | X | | X | X | X | X | X |
| SAUK | | X | | X | X | X | X | |
| SHAWANO | | X | | | | | X | |
| TREMPEALEAU | | X | | | | | X | X |
| VERNON | | X | | X | | | X | |
| VILAS | | | | | | | | X |
| WALWORTH | | X | | X | X | X | X | X |
| WASHBURN | | | | | | | | X |
| WASHINGTON | | X | | | X | X | X | |
| WAUKESHA | | X | | X | X | X | X | |
| WAUSHARA | | X | | | X | X | X | |
| WINNEBAGO | | X | | | X | X | X | X |
| WOOD | | X | | | | | X | X |
| TOTAL | 2 | 3 | 42 | 27 | 30 | 26 | 43 | 16 |

Source: Wisconsin Office of Justice Assistance, 1997 (p. 1-15)

Oneida County, Wisconsin implemented an intervention program for inmates with AODA and/or mental health problems. The program is an interagency coordinated program created to increase treatment for inmates who have drug, alcohol and other high-risk behaviors. It provides a case-managed continuum of care for offenders from booking until discharge, with program components offered during incarceration and after

release. The program is open-ended, meaning inmates may enter treatment post-release. The program philosophy is to reduce the jail crowding by reducing AODA behaviors and related crimes.

Adjudication

By 1999, nearly every state in the nation had revised its laws to shift more youth into the adult criminal justice system when charged with a violent crime. Recently the U. S. House of Representatives passed a bill that offers states a “\$1.5 billion carrot to toughen their laws further, requiring, among other things, that teens as young as 15 be tried as adults and be eligible for longer stays behind bars” (Reibstein, 1997, p. 70).

Students who are being held in the county jail or in a secure detention center are entitled to an education. The Wisconsin Constitution guarantees a free education for all children ages four through 20 who have not graduated from high school. Wisconsin special education laws (Wis. Stats 115.76(3)) make a free, appropriate and public education available to persons who are at least three years old but not yet 22 years old and who have not graduated from high school.

State statutes make no mention of suspending educational standards for students receiving educational services in jail or detention. Students incarcerated under the Huber Law may request educational release and attend local schools or colleges.

It is estimated that "28% of incarcerated juveniles and 10% of adults in state

facilities have some type of disability" (Harley, 1996, p. 45). These disabilities range from mental retardation, learning disabilities, chemical dependency, mental illness, and various physical disabilities. A large number of these incarcerated adults and adjudicated juveniles are being housed with the general population with no services or accommodations for their disability. Harley (1996) states, "As a result of not receiving services to address their needs, the offender population is not adequately prepared to transition into post-incarceration environments, and often experience the (revolving door effect) in which they are simply released to make room for other offenders" (p. 45).

CHAPTER V

Summary, Conclusions, and Recommendations

The use of vocational training and rehabilitation is gaining more impetus in the Wisconsin county jail system. By providing offenders with the basic tools of literacy, job seeking skills, and counseling, they can be given the opportunity for an alternative to an offending lifestyle. The theory is to address the reason why a person is in jail and to provide offenders with an opportunity to help themselves participate in in-house jail programs. The primary outcome is to provide skills that will enable the offender to have life style possibilities other than crime. This is not only a benefit for the offender but also to the community. If these programs are provided to the inmates of the county jails, it will have a great impact on reducing the recidivism rate and decrease jail populations. The focus for these programs must be on those who want help and/or those who will benefit from the programs.

Many inmates in county jails tend to have poor academic skills, few job skills, and substance abuse problems. After inmates are released, they frequently cannot find jobs, or they can only find low-paid or temporary work. As a result, they have a tendency to slip back into a previous criminal behavior pattern and often return to a life of crime.

The county jail system can provide an opportunity for offenders to receive services, which they may not otherwise seek on their own. On the outside, individuals will not or do not know where to get help for their problems. Jail can provide a secure, alcohol and drug free environment that promotes learning and skill building.

County jails that do not offer vocational training and other rehabilitative programs should start providing inmates with these services while they are incarcerated. The implementation of these programs have been shown to reduce correction costs, improve inmate conduct, lower recidivism, and bring the feeling of security back to the community.

In order for a treatment program to be effective in altering criminal behaviors, the treatment must address factors that can be changed. The treatment must be directly related to the individual's criminal behavior or their criminogenic factors.

Harley (1996) states that transitional services can benefit inmates by providing them the opportunity to develop skills necessary to function in post-release environments. Research has shown an effective treatment program focuses on those behaviors that can be changed. However, too little attention has been given to the transitional process from institution to living in the community.

Institution programs start a recovery process in an environment in which structure

helps the change process to begin and does not pose a risk to the community. Inmate recovery and self-management skills learned in an institutional program must have reinforcement and some degree of continuation and coordination of care in the community once they are released. Without coordination between programs and the offenders there is a higher likelihood of weakening treatment gains which may trigger a relapse.

It is believed that employment problems are a major cause of crime. Unless offenders can be prepared and provided with jobs, they are likely to fall back into criminal behavior. Also, many employers do not want to risk hiring a person with a criminal record; consequently, unemployment is high among offenders.

The goal of rehabilitation for offenders is to offer them the means, training, and counseling to overcome the current recidivism probabilities. When providing treatment programs, one must target those behaviors that can be changed, such as attitudes, cognition, behaviors regarding employment, education, substance abuse, and interpersonal relationships. These behaviors are directly related to an individual's criminal behavior and need to be addressed in order for rehabilitation programs to be effective.

Harley (1996) believes that rehabilitation should be viewed as a facilitative, not a coercive process. To be successful in rehabilitating inmates, it is necessary to pursue

ways to equalize access to services and to gradually integrate criminal offenders into society. Failure to address disabling conditions among inmates will yield high rates of recidivism. It is in the communities' interest that programs should aim to minimize the negative effects of incarceration and maximize the inmate's ability to successfully reintegrate into the community upon release and to provide alternatives to an offending lifestyle. A central goal of imprisonment should be to ensure that inmates leave correctional facilities with more employable skills than when they were sentenced.

Gainsborough (1998) states that there is a growing consensus that drug treatment programs, in and outside prison, will be far more effective than harsher punishment in reducing crime and recidivism rates.

It is essential that the jail program accepts the values of rehabilitation, communicates this value to staff, and provides the support for delivering the service. Research of offender treatment helps clarify the growing understanding of the conditions necessary for effective treatment interventions.

There is no one-size-fits-all approach to rehabilitation of criminal offenders. Approaches are multifaceted and often require multiple techniques and tools. Examining areas such as mental health, substance abuse, criminal thinking, and other important domains often requires the use of several assessment tools and programs. The investment, however, is worth the effort as rehabilitation has been demonstrated to be effective in

reducing further criminal behavior of offenders.

During the collection of data interviews were done with inmates from county jails. The following are writings from inmates of county jails; names will be left off and replaced with anonymous:

"These programs helped me gain back my self dignity and to create plans for the future. Programs like this are essential for the rehabilitation process instead of sitting time which does nothing except make you angry and rebellious to the justice system. To change you have to change your thinking and that's what programs help with."

Anonymous

"I wanted to put my thank you to yourself and your staff in writing for the professional way I was treated while a resident of your facility. I regret that my unexpected illness did not allow myself to finish some of the course, these course are a very valuable tool in helping the rehabilitation process that should not be lost sight of."

Anonymous

"Anytime there were stresses in my life I didn't want to deal with, or didn't know how to deal with, I went gambling. I wasn't looking at the big picture how it would affect

my life. I wanted to quite, I couldn't seem to. I have taken some of the programs offered in the jail and you have to want to change. I think it is going to be the hardest thing I've ever done in life. For the first time, I believe I deserve to have a good life."

Anonymous

County Jails are seeing the benefit of programs. Jail programs add to the safety and security of the jail and communities by holding the inmates responsible and accountable for their actions. Jail administrators in the surrounding area are supportive of jail programs. Counties are building new correctional facilities and programming rooms are incorporated in the design of the building. As the tables in the previous information indicate counties who offer programs are seeing results.

In personal conversation with the Jail Captain of The Dunn County Jail the question was asked, what is the goal of the programs at the Dunn County Jail?

Jail Captain Bruce Palmer said the goal is to end inmate recidivism.

It is all too common to see the same people coming back over and over.

The design of the program is to get people to face what their limitations are and to work around them and take responsibility for their behavior.

We felt if we spent 97 percent of the budget locking people up, we should spend three percent trying to keep from locking them up for a second or third time. We feel that it is worth throwing them a life raft one more time

and seeing if they hang on. These programs are necessary because the inmates are not something you can brush under the door.

(B. Palmer, personal communication, July 17, 2000)

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